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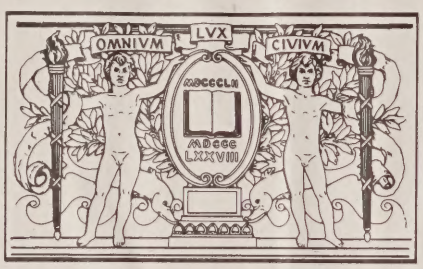

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PUBLIC INVESTMENT IN INFRASTRUCTURE AND HOUSING IN ROXBURY AND UPHAMS CORNER--ELECTORAL DISTRICT SEVEN; BACKGROUND INFORMATION

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Foreword

This report on public investment in Roxbury and Uphams Corner--Electoral District Seven--draws heavily on a citywide public investment study presented in April 1984, Boston's Infrastructure; Investment Record: 1978-83 and Current Plans.

The background analytic information presented is designed to be useful for public investment planning.

The report is also one of a new series presenting neighborhood profile information. Other reports in the new neighborhood series include information on population and housing, private development investment, businesses and jobs, by industry, housing values and property taxes, transportation issues, and health services.

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Neighborhood Area Numbers and Names

WHOLE

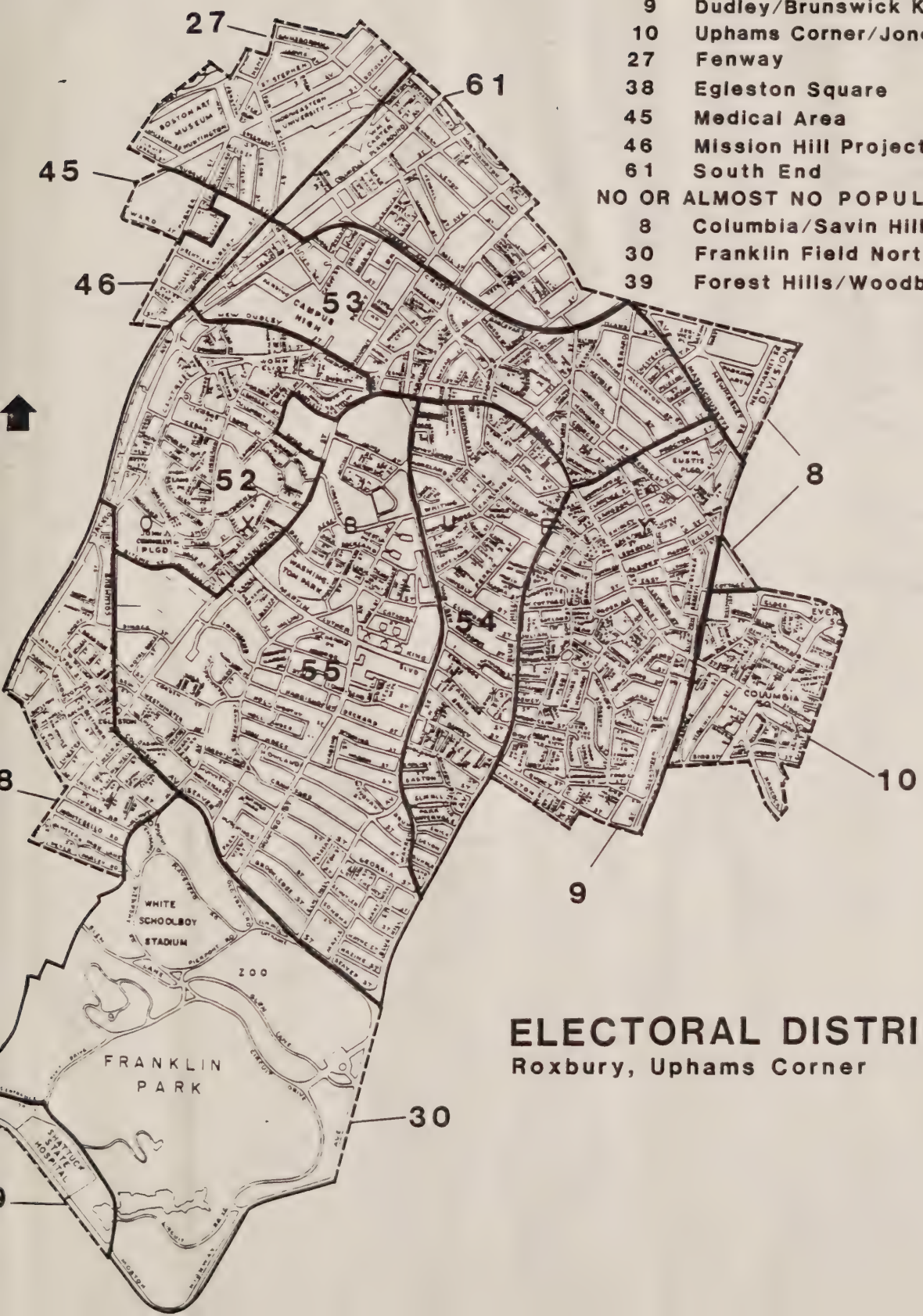
52	Highland Park
53	Lower Roxbury
54	Sav-Mor
55	Washington Park

PART

9	Dudley/Brunswick King
10	Uphams Corner/Jones Hill
27	Fenway
38	Egleston Square
45	Medical Area
46	Mission Hill Projects
61	South End

NO OR ALMOST NO POPULATION

8	Columbia/Savin Hill/Columbia Point
30	Franklin Field North
39	Forest Hills/Woodbourne



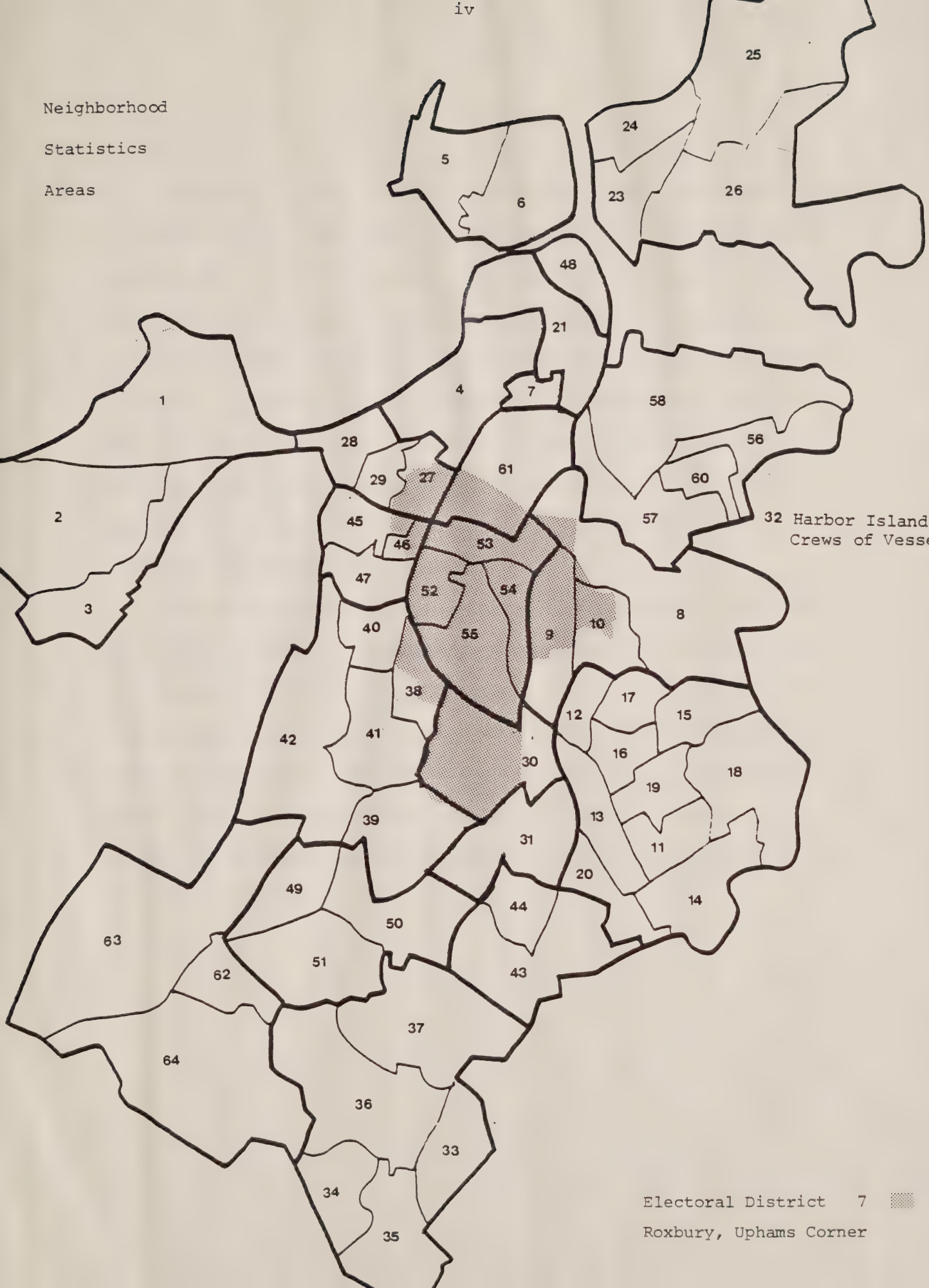
ELECTORAL DISTRICT 7

Roxbury, Uphams Corner

Neighborhood

Statistics

Areas



Electoral District 7

Roxbury, Uphams Corner

Introduction

The purpose of this analysis is to provide some perspective on how individual public investments in infrastructure and housing in Electoral District Seven (ED7) come together as a whole. Although the results of this study should be viewed as only preliminary, they do indicate that the individual elements of public investment are not always undertaken as part of a coherent overall strategy. Fortunately, the benefits of past investments in ED7 and the number of ongoing and planned investments are large enough that with some effort and cooperation on the part of the parties involved, balanced, coordinated public investment strategies could be formulated.

This analysis begins by reviewing past, ongoing and prospective public investments in infrastructure and housing in ED7. Supplementing this is a more detailed discussion of the major investments occurring within each of six geographic areas within ED7. The neighborhood analysis, however, is hindered by the lack of detailed, neighborhood-specific data on housing conditions and investment. Interspersed throughout the report are suggestions of fruitful areas for further research and investment planning.

Infrastructure Investment Districtwide

A principal difficulty with any analysis of infrastructure investment at the electoral district or neighborhood level is that the boundaries of the service areas of various elements of the infrastructure often do not match those of a particular neighborhood and even more rarely do they coincide with the statistically determined boundaries of electoral districts. In ED7 this problem is particularly pronounced since the district contains all of just one neighborhood, Roxbury, and only parts of several others. In addition, ED7 includes or is bordered by public schools and recreation facilities, a public hospital and a mass transit line which have service areas which encompass most of the City and even parts of the region.

Consequently, for the following information on infrastructure investment in ED7 and its neighborhoods to be most useful, it should be combined with both the results of more detailed investigations of particular components of the infrastructure and with the understanding that emerges from analysis of infrastructure investment trends and needs for the City as a whole.

As can be seen from Table 1, total infrastructure investment in ED7 increased dramatically through the 1970s and early 1980s, totaling over $750 million for the five-year period 1979-83. Infrastructure investment in the district is expected to continue at high levels through the 1980s. However, if the past and planned investments pertaining to the Orange Line Relocation and Replacement Service Projects are subtracted from the totals, the remaining investment in ED7 is seen to be less variable and much lower, although still substantial. Furthermore, if only those infrastructure investments which are or were

carried out by the City and its agencies are summed, there emerges a quite different pattern of infrastructure investment in the district. Infrastructure investment undertaken by the City of Boston in ED7, as elsewhere in the City, peaked in the mid-to-late 1970s and declined through the early 1980s. Although City infrastructure investment plans for the latter half of the 1980s are still being formulated, existing components of these plans do show some increases in City infrastructure investment in ED7 in 1985 and after.

Examining ED7 infrastructure investment in more detail reveals that through the late 1960s to mid-1970s, the City undertook an extensive urban renewal/redevelopment effort in many of the district's neighborhoods. This effort included over $90 million in improvements to streets, sidewalks, public utilities, parks, playgrounds, public facilities and schools. Marking the end of this redevelopment effort was the completion in 1978 and 1979, respectively, of the $25 million Madison Park High School and the $37 million Occupational Resource Center. Starting in the late 1970s and continuing to the present, the BRA's urban renewal programs in ED7 were being gradually phased out and overall City investment in ED7 also declined markedly. A notable exception to this virtually across the board decline in city investment was the expenditure in the early 1980s of almost two million dollars for infrastructure improvements at the Crosstown Industrial Park (CTIP).

Counterbalancing the post 1978 decline in infrastructure investment by the City is a sharp rise in investment in ED7 by the State and the MBTA. These investments include almost $30 million in past and prospective improvements to the Franklin Park Zoo, nearly $9 million in past and $35 million in planned investment in Roxbury Community College,

approximately $4.5 million for the creation of an Urban Heritage State Park, over $20 million for several major street reconstructions and improvements, and most importantly, almost $800 million for the Orange Line Relocation and Replacement Service Projects. The total estimated expenditures for these State and MBTA projects in 1984 and in the period 1985-89 are approximately $45 million and $118 million respectively.

In summary, the high levels of City infrastructure investment which ED7 received in the late 1960s and 1970s is being followed in the 1980s by even greater levels of investment, largely by the State and semi-autonomous agencies. Due to the improvements in the City's economy and as a result of the benefits provided by the previous round of public investment, the infrastructure investments now underway or planned in ED7 could induce significant levels of private investment, while providing improved transportation, education and recreational facilities. However, if these beneficial results are to be realized, there will need to be improved cooperation both among the myriad public sector agencies involved and between the public sector and the district's community groups and business leaders.

There will be the need for various infrastructure investments by the City, in streets, parks and public facilities to complement the larger investments underway and planned by the State and MBTA. Furthermore, there is considerable research and planning that will be required to successfully market the development parcels along the Southwest Corridor, to redevelop the Dudley Square area around the chosen replacement service option, and to determine the proper use of the Roxbury Urban Heritage Park funds. Finally, it is important that infrastructure improvements be coordinated, both in terms of timing and

geography with the housing improvement efforts of the various public agencies and the local development corporations. These issues will be discussed in more detail in subsequent sections on ED7's neighborhoods.

Public Investment in Housing

From the mid-1960s until the late 1970s, the BRA, through its urban renewal programs, was the primary agent for public investment in housing in ED7. All of the Campus High, Washington Park and Kittredge Square urban renewal areas, as well as small portions of the Fenway and South End renewal areas are located within ED7. In Campus High, Washington Park and Kittredge Square approximately $46 million in federal and city urban renewal housing funds resulted in the construction of more than 1,800 units of new housing and the rehabilitation of approximately another 4,700 units. In the portions of the South End and Fenway urban renewal areas which are located in ED7, approximately 500 units of new housing were constructed as part of the BRA's urban renewal effort. These large investments by the BRA for housing construction and rehabilitation in ED7 were carried out in concert with the investments in utilities, streets, parks and public facilities described in the previous section. The result was significant improvement in the quality of many of ED7's neighborhoods, particularly in parts of Washington Park, Campus High and the Fenway.

By the late 1970s, federal funds for urban renewal were being closed-out. However, the BRA continued to negotiate the disposition of parcels and the acquisition of public subsidies for housing developments in ED7. The public investment in these projects took many forms

including HUD Section 8 rental subsidies, low interest federal and state mortgage funds, and city tax abatements

Since 1979, the Boston Housing Authority (BHA) and the Neighborhood Development and Employment Agency (NDEA) have also played a central role in public investment in ED7's housing stock. Beginning around 1980, the BHA began to receive substantial amounts of federal funding for major rehabilitation of its public housing units, many of which are in ED7. NDEA has been using federal and more recently, some state funds to operate a wide range of housing rehabilitation and construction programs.

Located within or on the borders of ED7 are approximately 4,500 units of BHA housing. These units are not scattered uniformly throughout the district but rather form two large clusters. The first cluster is comprised of approximately 2,500 units located in the Lower Roxbury, South End and Mission Hill areas in the northern part of the district. The second cluster includes more than 1,600 units located in three complexes which form an arc stretching from Jackson to Egleston Squares on the western edge of the district. The remaining 400 units are scattered throughout portions of Roxbury.

Since 1980 the BHA has invested over $18 million in the public housing units of ED7 (see Table 3). At several of the larger complexes, such as Mission Hill, Orchard Park and Bromley/Heath/Bickford, substantial sums were expended for moderate to major renovations as well as new construction of 62 townhouse units. Through 1986 an additional $46 million will be expended to improve the public housing in Electoral District Seven. Most of these additional funds will be used to complete the rehabilitation work begun at the larger complexes mentioned above.

When the BHA's ongoing investments in ED7 are completed in 1986, 400 units will have received moderate rehabilitation and another 240 units will have undergone complete rehabilitation. Once completed, these improvements will reduce the district's public housing vacancy rate from the current 33 percent to approximately 17 percent. However, the BHA expects that its citywide modernization program will reduce the city's public housing vacancy rate to as low as 5 percent by 1987. Thus, relative to the rest of the City, public housing in ED7 will still be in need of substantial improvements even after all currently planned investments are completed.

The NDEA's Housing Division administers a number of housing programs aimed at rehabilitating existing housing and producing new housing in Boston's neighborhoods. From 1979-83 over 2,100 structures in ED7 were rehabilitated through NDEA's housing programs. This past activity represents over $5 million in public subsidies which generated more than $17 million in total housing investment.

Due to the many concentrations of deteriorating residential structures in ED7 and also in response to the district's high percentage of low- and moderate-income residents, NDEA has consistently made its entire range of housing programs available in ED7. In addition, due to the range and depth of the housing needs in the district, NDEA has in the past targeted many of its pilot programs to ED7's neighborhoods. New programs have been directed at rehabilitating rental properties housing low- to moderate-income tenants, providing 100 percent subsidies to very low-income homeowners who need to make home repairs and providing incentives for the rehabilitation of abandoned properties.

The CDBG Year X (July 1, 1984 to June 30, 1985) NDEA will be committing approximately a half million dollars of CDBG funds for housing programs in ED7. All of the Year X programs of NDEA's Housing Division will be available in ED7. These programs are designed to address a wide variety of housing types and problems including vacant or abandoned properties, mixed residential/commercial structures, rental properties, owner-occupied structures, lodging houses and new housing construction. If past trends continue, the Year X level of public subsidy will affect improvements to over 200 structures and generate over $1.5 million in total housing investment activity.

Added to the federal CDBG funds which are being used to support housing improvements in ED7, are mortgage monies that have been made available to NDEA this year by the Massachusetts Housing Finance Agency (MHFA). MHFA has made $3 million available to NDEA for mortgages to first time home buyers. Another $2 million is being used to provide mortgage capital for NDEA's homesteading program. It is uncertain, however, how much of these MHFA funds will be invested in ED7. The first time home buyer's program operates in most city neighborhoods, while the homesteading program is focused on all of Roxbury and Franklin Field, as well as parts of Dorchester, Jamaica Plain and East Boston.

An additional $3½ million in below market rate mortgage capital is being provided by MHFA to six nonprofit organizations in Boston. Three of these organizations operate completely or in part in ED7. The Boston Housing Partnership is also working with local community groups to rehabilitate over 150 housing units in ED7 during Phase I of its pilot program and approximately 90 more units in Phase II.

The quality of information currently available on housing conditions in ED7 make it impossible to assess the adequacy of recent and planned public investments in ED7's housing stock. However, the results of a recent citywide survey show that ED7 contains nearly 1,900 vacant lots and over 300 abandoned buildings which are more than one-third of the respective citywide totals. (See Table 4.) After NDEA's homesteading program was greatly expanded in 1983, the total number of units to be rehabilitated citywide through the program each year is still only 50. This does not compare well with over 300 vacant buildings in ED7 alone and nearly 900 citywide. A similar analysis applies to NDEA's manufactured housing program, as regards the disparity of resources relative to the more than 5,000 vacant lots citywide.

Recently NDEA and MHFA have been attempting to expand the effectiveness of their investments by working closely with local development organizations and by creatively combining private sector resources with public subsidies, as exemplified by the Boston Housing Partnership. These efforts deserve continued support. However, in ED7, the level of need, in terms of deteriorating or abandoned structures and vacant lots, is so great as to require even greater cooperation and creativity. The Flynn Administration efforts towards a streamlined process of tax foreclosure and disposition of abandoned properties is an important first step. Also needed are mechanisms which will allow speedy assembly of contiguous parcels, prompt decisions regarding available public subsidies and the ability to carry out nearby public improvements to support and complement the housing investments.

Neighborhood Perspectives

For purposes of this analysis, ED7 can be divided into six main geographic areas. The first of these consists of those portions of the South End, Fenway and Mission Hill which are contained within the northern sector of the district. The second to fourth are the three sub-neighborhood areas of Northern Roxbury, Grove Hall and Egleston Square. Fifth is the area east of Blue Hill Avenue and south of Magazine St. which includes portions of the Dudley/Brunswick King neighborhood and portions of the Uphams Corner area of Dorchester. Sixth, and finally, is the park and recreation area in the south of the district which includes Franklin Park, the Zoo and Schoolboy Stadium.

South End, Fenway and Mission Hill Areas

Located within the north and northwest sections of ED7 are important portions of the South End, Fenway and Mission Hill neighborhoods. The sections of these neighborhoods located within ED7 can be grouped together for two reasons. First, nearly 50 percent of the land area of this section of ED7 is comprised of either educational and cultural institutions, such as the Boston Art Museum and Northeastern University, or of public housing complexes. Second, for basic public services, such as police, fire, primary education and recreation, residents of this part of ED7 are often served by facilities located either in other electoral districts or in the Roxbury area of ED7.

The single most important public investment project affecting the northwest portion of ED7 is the Orange Line Relocation. In this portion of its route, the relocated Orange Line will run along the border

between the South End, and Fenway neighborhoods and along the eastern border of the Mission Hill neighborhood. Two new transit stations, one at Massachusetts Avenue and the other at Ruggles Street will serve residents, visitors and workers in these neighborhoods. Replacing functions of the existing Dudley St. Station, the Ruggles St. Station will serve as an Orange Line stop, as well as a bus and commuter rail transfer point. Issues relating to Orange Line replacement service along Washington St. and the development parcels adjacent to Ruggles St. station will be discussed in the following section on the Roxbury neighborhoods of ED7.

One important public facility, which is located in the South End just to the north of ED7 is the Boston City Hospital (BCH). BCH provides a full range of health and medical services to people living not only in all parts of the South End, but to all of ED7 and most of the City. Over the past ten years nearly $70 million has been invested in the renovation and expansion of BCH. Another $4-6 million will be expended through 1986 to complete these improvements. There has also been some discussion of the need for a new $60 million building at BCH which would allow the hospital to consolidate its presently scattered health care facilities. As yet, no formal decision or even proposal has been made concerning this project.

Located within the borders of the South End and Mission Hill areas of ED7 are approximately 1,800 units of public housing. In the South End, the public housing units located on Lenox and Camden Streets are in need of cosmetic and other repairs, but are completely occupied. However, the Mission Hill Main and Mission Hill Extension public housing complexes are in very poor condition. Fortunately, federal funds have

been obtained which are permitting extensive rehabilitation to more than 300 units in Mission Hill and new construction of 62 townhouses. However, even after this ongoing work is complete approximately 300 units in the Mission Hill Main complex will remain vacant and in need of major repairs.

One final area of public investment which directly affects the South End and Fenway neighborhoods of ED7, is the close out of the BRA's urban renewal activities. Funds are being sought for local street and sidewalk improvements, while remaining BRA-owned parcels are being conveyed to developers. In addition, the second phase of the BRA-designed and state- and federally-funded Tremont St./Columbus Avenue reconstruction will occur in 1984.

The opening of the relocated Orange Line, the extensive improvements to the Mission Hill public housing complexes and the Columbus/Tremont reconstruction are the core of the public investment in the Fenway/South End/Mission Hill area of ED7. At the eastern edge of this area is the Boston City Hospital which has also been the recipient of large amounts of public investment. The successful disposition and redevelopment of remaining urban renewal parcels together with quick implementation of replacement transit service along Washington Street are two of the remaining elements needed to complete a well-balanced public investment strategy.

Roxbury and Egleston Square

The neighborhoods of Lower Roxbury, Sav-Mor, Washington Park, Highland Park and Egleston Square form the core of ED7. From a socio-

economic perspective these are quite distinct and diverse neighborhoods. However, in terms of infrastructure service areas and commercial districts, this central portion of ED7 can, at least partially, be analyzed in terms of three loosely defined geographic areas. The first centers on the commercial, industrial and social service district which stretches from the Ruggles St. Station and Campus High through Dudley Square to the Crosstown Industrial Park. The infrastructure and commercial establishments located in this area serve not only the Lower Roxbury neighborhood, but most of ED7. The second area focuses on the Grove Hall commercial district and encompasses the southern portions of the Washington Park and Sav-Mor neighborhoods. Finally, there is the smaller commercial node at Egleston Square which serves immediately adjacent residential and industrial areas in Highland Park and Jamaica Plain. Affecting all of Roxbury and of ED7 is the Southwest Corridor and Replacement Service Projects. Development parcels and concerns related to these two projects will be discussed below in relation to several of Roxbury's neighborhoods.

Northern Roxbury

Lower Roxbury and the northern portions of Highland Park and Washington Park are the site of the heaviest concentrations of past and planned public investment in all of ED7. Previous major public improvements include the Madison Park High School and Occupational Resource Center, the Roxbury Civic Center withs its police station, courthouse, fire station and library, and the newly constructed Crosstown Street leading to the Crosstown Industrial Park (see Table 2). Other investments underway and planned include creation of an Urban

Heritage State Park, phase II of construction at Roxbury Community College and extensive renovations to the Orchard Park public housing complex (see Tables 2 and 3). In total, more than $90 million has been invested over the past ten years for infrastructure and public housing improvements in this northern section of Roxbury. Another $45-50 million is underway or planned.

The above figures do not include past or proposed investments for the Orange Line Relocation or Replacement Service Projects. These two investments and the development parcels which relate to them are of prime importance to the future vitality of this part of Roxbury. Along the Southwest Corridor in the vicinity of the new Ruggles St. and Roxbury Crossing Stations are five major development parcels whose future use is still being defined by the MBTA, various city agencies and the Community. Adequate assessments of market feasibility and site development costs are still to be completed for these parcels. However, with the opening of the new Orange Line expected in the fourth quarter of 1986, research and planning in preparation for development of these parcels is intensifying.

In the Dudley Square area, the removal of the elevated Orange Line and the final decision concerning the type of replacement service are the two factors which will shape future development of Roxbury's prime commercial center. Several relatively large parcels in Dudley Square have been available for development for some time. The demolition of those parts of the elevated which are not designated as historic structures and the extension of New Dudley Street will create additional developable land. Which of two replacement service options is eventually chosen, bus or light rail, will also affect the amount of

developable land available in Dudley Square and the types of development undertaken.

Ownership and control of the various development parcels in the Dudley Square area is currently divided between several city and state agencies and private developers. This fragmentation of responsibility, together with uncertainty concerning the type of replacement service that will be chosen has in the past slowed the redevelopment process. The forthcoming draft of the EIS on replacement service options together with the creation of the Dudley Terminal Working Committee will likely provide new impetus to Dudley Square redevelopment efforts.

One of the tasks which the Working Committee is expected to coordinate is a land use study and disposition policy to be conducted in conjunction with the design and construction of the New Dudley Street extension. The Working Committee may also help coordinate responses to the draft EIS on replacement service. Although no clear consensus regarding replacement service has yet been articulated, it is argued that the choice of light rail as the replacement option would provide the most benefit to the Dudley area since it would indicate a continued strong public commitment to Dudley, as well as provide capacity for more ridership.

Some public funds and a good deal of public and private energy are being expended for planning development of those portions of the Southwest Corridor which are located in Lower Roxbury and Highland Park. Simultaneous efforts are aimed at redeveloping major portions of the Dudley Square area and finding additional developer/tenants for Crosstown Industrial Park. Unfortunately, very little consideration is currently being given to how the sum of these diverse development

efforts relates to the overall needs and development potential of this part of the City. Comprehensive analyses of the area's labor force, and its retail and housing markets would be extremely useful in guiding public and private investment decisions.

Examining the characteristics of the employed and unemployed labor force in electoral districts 6 and 7 and portions of 8, in relation to the occupational requirements of various development scenarios for the area would be useful both in formulating development plans and in structuring the education and employment training programs of the Occupational Resource Center, Roxbury Community College and NDEA. An examination of the impact of the relocated Orange Line and related developments on the retail market which includes Dudley and Egleston Squares, as well as the Southwest Corridor would also be useful. The study should attempt to assess not only the magnitude and location of retail demand from current residents, but also the demand of new residents and workers in the area. Finally, given the size of the need, the impact of new development and the flexibility of current city and state programs, a housing market study leading towards an explicit public investment strategy could have important benefits.

Also important to Southwest Corridor and Dudley Square redevelopment planning is an analysis of the infrastructure investments, in streets, utilities, water and sewer, that will be required to support various development scenarios. One element of infrastructure that should be considered in this analysis is a telecommunications link for the Southwest Corridor. Many of the draft development scenarios for Parcel 18 and others include space for computer firms, back office uses, and "incubator" areas for new businesses. The

potential for attracting these uses would be greatly enhanced by a special telecommunications link running along the Southwest Corridor through the insurance district of Back Bay down to Government Center and the Financial District.

Bringing together analyses on employment growth, labor force characteristics, retail demand and location, housing needs and potential, and infrastructure requirements could provide important synergistic benefits to Southwest Corridor and Dudley Square development planning. Hopefully, the several public agencies and many community organizations involved can begin to bring these various elements together into a unified strategy.

Grove Hall

At nearly the opposite end of Roxbury as Dudley Square and Campus High is the commercial area of Grove Hall. The retail establishments, library and high school located around the intersection of Warren St. and Blue Hill Avenue serve residents in the southern part of ED7 and the north of ED4. The ongoing reconstruction of Blue Hill Avenue which includes sidewalk improvements and tree plantings extends from Warren St. in Grove Hall south to Morton St. in Mattapan. This investment, together with the recently constructed municipal parking lot and several important commercial developments underway and planned, will serve to boost the prospects of all the establishments in Grove Hall. The renovations planned for the Jeremiah Burke High School and Grove Hall Library will also benefit the area.

The NDEA and the BRA were jointly engaged in funding and coordinating a recently completed $167,000 commercial rehabilitation in

Grove Hall known as the McCoy/Malden project. These two agencies are also in the final stages of planning for a mixed use redevelopment of an abandoned building which the BRA currently owns. NDEA has also been negotiating with the City's Real Property and Public Facilities Departments in an effort to put together a plan for the renovation of a tax-foreclosed block of 14 storefronts. Together these three projects constitute almost the entirety of the Grove Hall commercial district. The successful completion of the latter two projects will essentially make the district all new.

Attention and some public investment is also being focused on the housing stock in the vicinity of Grove Hall. The Boston Housing Partnership is assisting the Roxbury Multi-Service Center in the rehabilitation of 90 units of rental housing in the Grove Hall Area. About half of the units will be renovated in Phase I of the program and the other half in Phase II.

Another housing situation which may potentially have a negative impact on the Grove Hall area is the disposition by HUD of almost 2,000 units of bankrupt Section 23A housing. Most of these units are in poor condition and a significant portion are located in the Grove Hall area. It is important that federal, state and city officials manage this disposition process in a manner that will not jeopardize the positive developments in Grove Hall and elsewhere in ED7.

Egleston Square

In the southeast corner of Roxbury and extending into Jamaica Plain is a residential and industrial area surrounding the small commercial node of Egleston Square. The area immediately adjacent to Egleston

Square has very few public facilities. There is a community health center a few blocks north on Columbus Avenue and a neglected playground just to the south of the square. In addition, a parking lot for local businesses was constructed in the late 1970s. Egleston Square is, however, a stop along the elevated Orange Line and the transit users have probably been a principal support for the square's few retail stores. The removal of the elevated and the subsequent shift of transit riders to the new Boylston Street and Jackson Square stations together with the retail developments planned for these stations does not bode well for the commercial establishments of Egleston Square.

At present several public agencies are engaged in analyses of future development options for Egleston Square. However, an indispensable first step in this planning process must be the completion of a detailed study of the impact that the Southwest Corridor Project will have on Egleston Square. Only when this first step is completed can a meaningful development strategy be designed for the Egleston area.

Dudley/Brunswick King/Uphams Corner

East of Blue Hill Avenue and south of Magazine St. lies a predominantly residential section of ED7. Located within this area of the district are portions of the Dudley/Brunswick King and Uphams Corner neighborhoods. The Dudley/Brunswick King neighborhood is, with the exception of a few playgrounds and elementary schools entirely a residential neighborhood. Unfortunately, a very high proportion of what were once residential parcels in the neighborhood are now vacant lots. The Dudley/Brunswick King area of ED7 has almost twice the number of vacant lots per precinct as the rest of ED7 and more than four times the

citywide average. The housing stock in those portions of Uphams Corner encompassed by ED7 is somewhat better maintained than that of the Dudley/Brunswick King neighborhoods. The Columbia and Everett Square area of Uphams Corner also functions as a commercial, cultural and social service center for the surrounding neighborhoods. Located near Columbia Square are the Uphams Corner Health Center, the Bird St. Gym, the Uphams Corner Library and the Strand Theatre.

From the mid to late 1970s, the Uphams Corner area benefitted from renovations to the Strand Theatre, the Uphams Corner Health Center and the Bird St. Gym. (See Table 2). The first phase of lighting and street improvements to Columbia Rd. was also completed prior to 1978. Since that time, the infrastructure investments in the Uphams Corner area have included commercial district improvements funded by NDEA and a completion of the state- and federally-funded reconstruction of Columbia Rd. Improvements to the historic Dorchester North Burial Ground are scheduled to begin in the Spring of 1985.

The above-mentioned infrastructure improvements are being matched by important publicly-subsidized commercial investments. NDEA has provided subsidies for four storefront improvements and has also assisted in the design and financing of six more extensive commercial developments in Uphams Corner. The two most important of these are the renovation of the Kresge and Pierce buildings. The Kresge renovation was a $600,000 project which provided space for a new supermarket. The Pierce building renovation is a $650,000 effort which was begun only as recently as July, 1984. When the project is complete, a Rix Super Drugstore will occupy the ground floor and eleven artist studios will be located on the upper floors. A third important project which is

currently in the planning stage is the renovation of the old Elm Farm building which is located adjacent to the Pierce Building. The Elm Farm renovation could require up to a million dollars but complications regarding back taxes have delayed the project.

The improvements to Columbia Road and Dudley Street combined with the renovations of the Kreske and Pierce buildings have created a sense of optimism in the Uphams Corner commercial district. Successful renovation of the old Elm Farm building and improvement of an adjacent rubble-strewn parking lot is the next step in the area's revitalization. Also important are several housing improvement projects funded by NDEA and the Boston Housing Partnership which are underway in the Uphams Corner area.

Franklin Park

For many years the cultural and recreational facilities located in Franklin Park, namely the Park itself, the Zoo and White Schoolboy Stadium suffered from varying degrees of neglect. However, beginning in the mid to late 1970s, there has been a resurgence of interest and investment in the facilities and grounds of Franklin Park. Over $12 million has been invested by MDC to rehabilitate the Franklin Park Zoo. Another $9 million in investment has been authorized for the Zoo by the legislature and MDC has made requests for $11.5 million more to be invested through 1989. In addition, the Boston Parks and Recreation Department has been using federal, state and local funds to restore Franklin Park to something approaching its original beauty. Since 1980 over $600,000 has been invested towards this end, but the Capital Improvement Program of the Parks Department indicates that another $3.3

million will be needed over the next five years to complete the restoration of Franklin Park. Besides the Park itself and the Zoo, work has recently been completed on the $200,000 Franklin Park Community Resource Center. The Boston School Department is also drawing up plans for a $3 million renovation of White Schoolboy Stadium.

The sheer magnitude of the above investment, more than $26 million underway and proposed, underscores a renewed interest in Franklin Park. Equally as important however is the involvement of the surrounding communities in these investments and in other activities relating to Franklin Park. The Bay State Golfer Association, The Environment, Energy and Nutrition Learning Center, as well as the Franklin Park Coalition all have contracts with the Parks Department for maintenance and recreational activities in Franklin Park. If the proposed investments by the City and State in Franklin Park and its facilities are carried out and the participation of the community in utilizing and maintaining these facilities continues to increase, it is likely that Franklin Park will again become the resource it once was for the City of Boston.

Summary

The foregoing neighborhood analysis reveals that key public investments are either underway or planned in almost all of ED7's neighborhood areas. Public housing investments and the new Orange Line are underway in Mission Hill and the South End. In northern Roxbury there is Roxbury Community College and the Urban Heritage State Park, as well as the Orange Line and BHA housing investments among others. In the commercial areas of Grove Hall and Uphams Corner, commercial development subsidies together with street and sidewalk improvements are having quite beneficial results. In Franklin Park, public investment and community interest are increasing in tandem.

In some cases the above-mentioned public investments are being combined with publicly-supported housing improvement programs. However, in many of ED7's neighborhoods the level of public subsidy and attention to housing improvement is insufficient to meet the needs. Linkage payments to the Housing Trust Fund and ongoing efforts to speed conveyance of publicly-held abandoned parcels will aid the housing outlook for both ED7 and the City. But even with expanded resources and greater attention, what is essential to housing and commercial improvement efforts in ED7 is a job creation strategy for the district and surrounding neighborhoods. Such a strategy should combine a balanced industrial, office and retail development effort with employment training and housing investment programs. With this type of comprehensive focus, public investments and development efforts underway and planned for ED7 could be shaped in a manner which would greatly improve the employment and housing opportunities available in the district.

Table 1

INFRASTRUCTURE INVESTMENTS BY TYPE IN ELECTORAL DISTRICT 7
PAST (1968-83), ONGOING AND PROSPECTIVE (1985-89)
($000s)

	1968-73	1974-78	1979-83	1984	1985-89	
BRA Urban Renewal						
South End & Fenway (within ED7)	0	350	1,040	0	NA	
Kittredge Square	0	590	490	110	NA	Investment levels do not include
Campus High	0	2,690	420	0	NA	urban renewal work on major parks
Washington Park	7,450	660	920	0	NA	and public facilities shown below
Subtotal Urban Renewal	7,450	4,290	2,870	110	NA	
Parks, Playgrounds & Recreational Facilities						
Franklin Park Zoo	0	3,000	9,240	9,000	11,500	(1985-89 proposed by MDC)
Franklin Park Community Resource Center	0	0	300	420	NA	(White Fund)
White Schoolboy Stadium	NA	NA	NA	NA	3,000	(Proposed by School Department)
Franklin Park	NA	1,300	300	330	3,300	
Clifford (Eustis) Playground	NA	0	0	175		
Orchard & Howes Playgrounds	NA	0	120	320	1,500	(1985-89 proposed by BPRD)
Horatio Harris & Washington Parks	1,150	0	260	75		
Other Parks and Playgrounds	NA	NA	50	50		
Washington Park Recreation Center	1,600	0	0	0	NA	
Mason School Pool	700	0	0	0	NA	
Bird St. Gym	0	200	0	0	NA	
Strand Theatre	0	1,000	60	0	NA	
Subtotal Parks and Recreation Facilities	3,450	5,500	10,330	10,390	19,300	
Public Facilities and Schools						
Madison Park High School	0	25,000	600	120	420	
Occupational Resource Center	0	17,000	20,000	0	NA	
Trotter Elementary School	3,000	0	0	0	NA	
Jeremiah Burke High School	NA	NA	NA	120	1,500	1985+ School investments are awaiting State reimbursement approval
Boston Technical High School	NA	NA	NA	110	1,060	
Dudley-Harrison Fire Station	0	1,000	0	0	NA	
Dudley Regional Library	0	1,800	0	0	NA	
Grove Hall Library	500	0	0	100	200	
District 2 Police Station	1,500	0	0	140	NA	
Roxbury Civic Center Courthouse	1,900	0	0	0	NA	
Roxbury Community College	0	0	8,800	250	35,000	(Mass. DCPO)
Uphams Corner Health Center	NA	70	0	0	NA	
Boston City Hospital	NA	42,000	9,500	5,100	NA	(BCH is located at the edge of ED7)
Subtotal Public Facilities and Schools	6,900+	86,870	38,900	5,940	38,180+	

Table 1 (continued)
($000s)

	1968-73	1974-78	1979-83	1984	1985-89	
Transportation Improvements						
Orange Line Relocation	NA	NA	680,000	30,000	30,000	MBTA figures are appropriations
Roxbury-South End Replacement Service	NA	0	0	2,000	38,000	rather than actual expenditures
Dudley St. Reconstruction & Terminal Improvements	NA	2,160	500	0	0	
Extension of New Dudley Street	NA	0	0	0	2,800	
Columbia Rd. Lighting & Reconstruction	NA	910	1,170	0	0	
Crosstown St. Construction	NA	7,720	0	0	0	
Huntington Ave. Reconstruction Phase I & II	NA	1,200	7,730	0	0	Cost data includes only those
Columbus/Tremont Reconstruction Phase I & II	NA	0	3,500	3,600	0	portions of MDPW work occurring
Reconstruction of Blue Hill Avenue	NA	0	0	1,000	0	within ED7
Boston Public Works Dept Street Reconstruction	NA	NA	2,500	3,000	NA	Estimates of BPWD work within ED7
Subtotal Transportation	NA	11,990+	695,400	39,600	70,800	
Commercial District & Industrial Park Investments						
Crosstown Industrial Park	0	0	1,830	0	NA	
Grove Hall Commercial District Improvements	0	0	265	0	NA	
Uphams Corner Commercial District Improvements	0	0	300	0	180	(Includes improvements to Burial Ground Walls)
Subtotal Commercial & Industrial	0	0	2,395	0	NA	
Water & Sewer Improvements						
Relaying & Relining of Water Pipes	NA	NA	4,000	NA	NA	Estimates of BWSC work with ED7
Transmission System Improvements & Combined Sewer Separation	NA	NA	550	NA	NA	
Subtotal Water & Sewer	NA	NA	4,550	NA	NA	
Total	17,800+	108,650+	754,445	56,040	128,460+	

Table 2

INFRASTRUCTURE INVESTMENTS BY NEIGHBORHOOD AREAS IN ELECTORAL DISTRICT 7
PAST (1968-83), ONGOING (1984) AND PROSPECTIVE (1985-89)
($000s)

	1968-73	1974-78	1979-83	1984	1985-89
Fenway/South End/Mission Hill					
South End & Fenway Urban Renewal	0	350	1,040	0	NA
Huntington Ave. Reconstruction Phase I & II	0	1,200	7,730	0	NA
Columbus/Tremont Reconstruction Phase I & II	0	0	3,500	3,600	NA
Boston City Hospital	NA	42,000	9,500	5,100	NA
Subtotal	NA	43,550	21,770	8,700	NA
Lower Roxbury, Highland Park, North Sav-Mor & Washington Park					
Kittredge Sq., Campus High & North Wash. Pl., Urban Renewal	3,700	3,600	1,370	110	NA
Orchard & Howes Playgrounds	0	0	120	320	1,000
Horatio Harris & Washington Parks	1,150	0	260	75	
Other Parks and Playgrounds	NA	NA	50	50	
Washington Park Recreation Ctr.	1,600	0	0	0	NA
Madison Park High School	0	25,000	600	120	420
Occupational Resource Center	0	17,000	20,000	0	NA
Roxbury Community College	0	0	8,800	250	35,000
Dudley-Harrison Fire Station	0	1,000	0	0	NA
Dudley Regional Library	0	1,800	0	0	NA
District 2 Police Station	1,500	0	0	140	NA
Roxbury Civic Center Courthouse	1,900	0	0	0	NA
Crosstown Industrial Park	0	0	1,830	0	NA
Crosstown St. Construction	NA	7,720	0	0	0
Dudley St. Reconstruction & Terminal Improvements	NA	2,160	500	0	0
Extension of New Dudley Street	NA	0	0	0	2,800
Subtotal	9,850	58,280	33,530	1,065	39,220

Please refer to Table 1 for notes on individual projects.

Table 2 (Continued)
($000s)

	1968-73	1974-78	1979-83	1984	1985-89
Grove Hall, South Sav-Mor & Washington Park					
South Washington Park Urban Renewal	3,750	340	460	0	0
Trotter Elementary School	3,000	0	0	0	NA
Jeremiah Burke High School	NA	NA	NA	120	1,500
Boston Technical High School	NA	NA	NA	110	1,060
Grove Hall Library	500	0	0	100	200
Grove Hall Parking Lot, Tree Planting, Lighting	0	0	265	0	NA
Reconstruction of Blue Hill Avenue	NA	0	0	1,000	0
Subtotal	7,250	340	725	1,330	2,760
Brunswick/King/Uphams Corner					
Clifford (Eustis) Playground	NA	0	0	175	0
Other Parks and Playgrounds	NA	0	0	20	500
Bird St. Gym	0	200	0	0	NA
Mason School Pool	700	0	0	0	NA
Strand Theatre	0	1,000	60	0	NA
Uphams Corner Health Center	NA	70	0	0	NA
Commercial District Improvements	0	0	300	0	180
Columbia Rd. Lighting & Reconstruction	NA	910	1,170	0	0
Subtotal	700	2,180	1,530	195	500
Franklin Park Area					
Franklin Park Zoo	0	3,000	9,240	9,000	11,500
Franklin Park Community Resource Center	0	0	300	420	NA
Franklin Park	NA	1,300	300	330	3,300
White Schoolboy Stadium	NA	NA	NA	NA	3,000
Subtotal	NA	4,300	9,840	9,750	17,800
Districtwide Improvements					
Orange Line Relocation	NA	NA	680,000	30,000	30,000
Roxbury-South End Replacement Service	NA	0	0	2,000	38,000
Boston Public Works Dept Street Reconstructions	NA	NA	2,500	3,000	NA
Water & Sewer Improvements	NA	NA	4,550	NA	NA
Subtotal	NA	NA	687,050	35,000	68,000
Total ED7	17,800+	108,650+	754,445	56,040	128,460+

Please refer to Table 1 for notes on individual projects.

Table 3

BHA CAPITAL INVESTMENT IN ELECTORAL DISTRICT 7, 1980-87

Project	Total # Of Units	Capital Expenditures 1980-83 ($000s)	Capital Expenditures 1984-87 ($000s)	Description of Ongoing Work	Current Vacancy Rate %	Expected Vacancy Rate After Improvements %
Mission Hill Ext.	579 (369) after 1987	1,295	15,900	New construction of 62 town-house units, gut rehabilitation of 144 units	42	0
Lenox	304	396	535	Minor repairs and improvements	0	0
Whittier	199	23	262	Minor repairs and improvements	0	0
Orchard Park	726	3,964	5,932	Moderate rehabilitation of 200	36	0
Warren St.	104	3	153	Minor repairs and improvements	1	0*
Amory	233	3	115	Minor repairs and improvements	11	11*
Walnut Park	168	0	81	Minor repairs and improvements	10	10*
Elm Hill	86	27	105	Minor repairs and improvements	5	5*
Bromley/Heath/ Bickford	1,123	4,666	12,600	Gut rehabilitation of 96 units	43	39
Mission Hill Main	960	7,376	9,969	Moderate rehabilitation of approximately 200 units	50	30**
Camden	72	437	516	General reapirs and improvements	0	0
Total	4,554 (4,344)	18,190	46,168	New construction of 62 units, gut rehab of 240 units, moderate rehab of 400 units, minor repairs to remaining units.	33	17

* No major work is currently budgeted for units now vacant.

** Preliminary estimate of vacancy rate after rehabilitation.

Source: BHA Grant and Contract Files. Prepared by Anthony Artuso, BRA Research Department, August 28, 1984.

Table 4

VACANT LOTS AND VACANT AND ABANDONED BUILDINGS IN ELECTORAL DISTRICT 7

Ward	Precinct	Neighborhood Area	Vacant Lots	Vacant & Abandoned Buildings	Vacant Lots & Abandoned Buildings
4	8	Fenway	NA	NA	NA
4	9	Fenway	NA	NA	NA
9	3	South End	5	15	20
9	4	South End	5	13	18
		Subtotal	10+	28+	38+
8	3	Lower Roxbury, South End	82	6	88
8	4	Lower Roxbury	131	19	150
8	7	Lower Roxbury	155	33	188
9	5	Lower Roxbury	118	31	149
12	1	Lower Roxbury, Sav-Mor	32	21	53
12	2	Sav-Mor, Washington Park	89	17	106
12	4	Sav-Mor	72	14	86
12	6	Sav-Mor	66	24	90
12	3	Washington Park	7	10	17
12	5	Washington Park	10	7	17
12	7	Washington Park	3	2	5
12	8	Washington Park	65	8	73
12	9	Washington Park	15	2	17
11	1	Highland Park	70	20	90
11	2	Highland Park	116	17	133
11	3	Highland Park	33	2	35
11	4	Highland Park, Egleston	100	12	112
11	5	Highland Park	16	10	26
		Subtotal	1,180	255	1,435
8	5	Dudley/Brunswick King	185	4	189
8	6	Dudley/Brunswick King	76	0	76
13	1	Dudley/Brunswick King	250	11	261
13	2	Dudley/Brunswick King	91	5	96
13	4	Dudley/Brunswick King	44	3	47
13	5	Dudley/King/Uphams Corner	26	4	30
7	10	Uphams Corner	28	7	35
		Subtotal	700	34	734
		Total ED7	1,890	317	2,107
		Totals citywide	5,172	893	6,065
		Average per precinct ED7	65	11	73
		Average per precinct citywide	28	5	33